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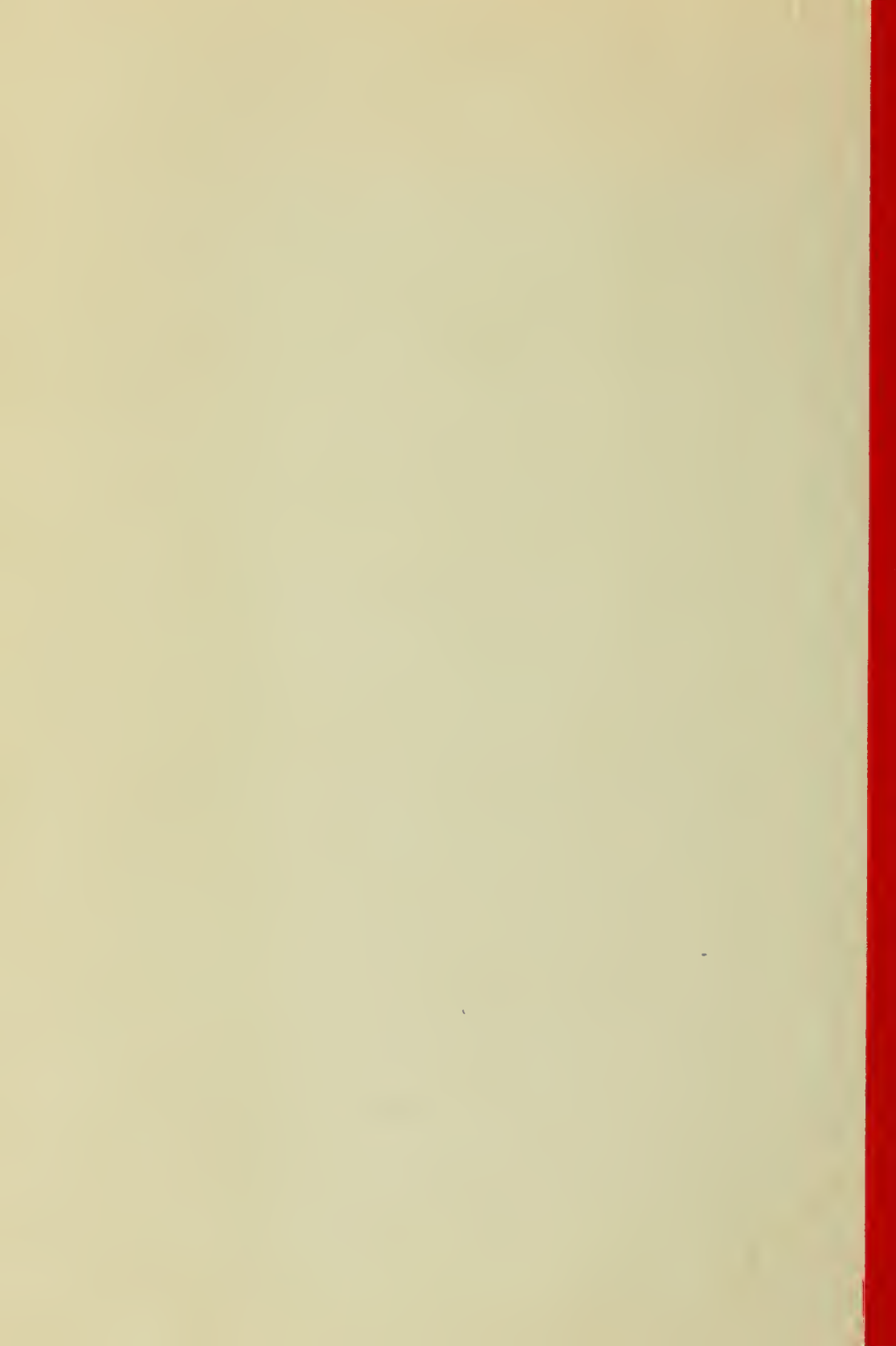
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SCHOOL EFFICIENCY MONOGRAPHS

THE PUBLIC AND  
ITS SCHOOL

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THE PUBLIC AND ITS SCHOOL



SCHOOL EFFICIENCY MONOGRAPHS

# THE PUBLIC AND ITS SCHOOL

A STATEMENT OF THE MEANS OF FINDING  
WHAT THE INTELLIGENT PUBLIC EXPECTS  
OF CHILDREN AND HOW A SCHOOL SYSTEM  
MAY BE MANAGED TO DELIVER THE GOODS

BY

WILLIAM McANDREW

ASSOCIATE SUPERINTENDENT, NEW YORK  
CITY SCHOOLS

*RELIEVED BY PICTURES MADE BY  
SCHOOL GIRLS AND BOYS*



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no. 1

## AUTHOR'S PREFACE

I AM surprised, *World Book Company*, at your threat to make a public book out of a home-made document designed for family use. Our official edition, like those who got it, is exhausted.

Your plan to put "go" into the thing by means of school children's pictures ought to mitigate its solemnity. Such cheerful effect is one of the blessings the Lord conferred when He gave us boys and girls. This may dispel some of the awful dignity that lowers over what should be the merriest business of all: teaching school.

You will offend some good and sober people. The credit will be yours. I need have nothing to do with any part of the venture.

WM. McANDREW



## EDITORIAL COMMENT <sup>1</sup>

**T**HERE is only one William McAndrew and he is something different every time he comes to the bat. We were of those who were not easily reconciled to his leaving the Washington Irving High School. It seemed as though he was the last man in the world to be harnessed to the inevitable treadmill work of a great city supervisory system.

William McAndrew is a genius, first, last, and all the time. He thinks, acts, writes, speaks as a genius. He has criticised traditions mercilessly. When he lets himself loose with his pen, no one knows what he is to hit or what fragments will remain after he has hit a tradition.

What could such a man do with the responsibility of leadership in a district with 100,000 children, more or less!

Well, what did he do?

With this query in mind we turned with keen interest and some anxiety to his first report upon the schools of Brooklyn, just published by the New York Board of Education.

Imagine our delight at finding McAndrew, William McAndrew, fiercest of critics, corralling all critics of the schools in Brooklyn, taming them, harnessing them, and making them pull together like a trained team.

"It takes a rogue to catch a rogue," and it evidently required a critic to tame and harness, for team work, the critics of Brooklyn.

Nowhere else in professional or profane literature can there be found as valuable a summary of criticism and remedies as in this report. No Inquiry, Survey, or Inves-

<sup>1</sup> From *Journal of Education* for September 30, 1916.

tigation has been as constructive as is this report of Mr. McAndrew.

It should be published at once by the United States Bureau of Education as a monograph, or by World Book Company in its *School Efficiency Series*. It comes near having the ring of one of Horace Mann's reports of seventy years ago. . . .

The conclusion of McAndrew's report is that all of the things employers expect of graduates are attainable with a surprisingly small amount of effort. The schools will not suffer by taking up the criticisms passed upon them. On the contrary they will benefit. Every school ought to invite a committee of taxpayers to formulate the definite abilities expected of the graduates and at designated periods ought to be invited to test the graduates upon such abilities. McAndrew proposes this as a means of holding a close bond of friendship and loyalty between the public and the schools. He contends that such definite and intimate knowledge of what the schools are doing is essential for their adequate support.

His report contains a complete summary of abilities proposed by Brooklyn citizens, employers, ministers, editors, mothers, schoolmasters, as necessary in the Brooklyn youngster on graduation day. McAndrew applies general principles of management to the problem of directing the schools so as to turn out this product. He enumerates the agencies existent in Brooklyn for getting the result. A remarkable thing about the project is that it has been formulated by conference and coöperation and is not a theatrical conception proposed for imposition upon the schools.

Get this report at once if you can. If you cannot get a copy, stir somebody up to print it so that it can be had by everyone who wishes it.

A. E. WINSHIP



## PUBLISHER'S STATEMENT

AT its best today the school report is a prophecy and a convincing appeal, a program for next year, a road map with warnings and assurances. Yet the clammy hand of tradition and conventionality still writes too many reports, — and spoils them. Timidity or inattention to technic or tardy planning interferes often, with the result that the reporter writes away from the audiences he sincerely aims to inform and win.

Two kinds of help can be given to those who write school reports, whether superintendents, principals, supervisors, teachers, business agents, or trustees:

1. Reports, as printed or in manuscript, can be submitted for frank review to experts in the education departments of universities or in the United States Bureau of Education, or to such agencies as the Institute for Public Service, New York City.
2. Helpful reports can be given wide circulation to stimulate competition and emulation.

*The Public and its School* is an effort of World Book Company to afford this kind of aid. The author, William McAndrew, is widely known to teacher's associations as a man with a message and a humorous, forceful, courageous way of uttering that message.

This book is Mr. McAndrew's annual report as Division Superintendent in charge of the elementary schools in Brooklyn. While addressed to City Superintendent William H. Maxwell, it contains in every sentence a message not only for superintendents everywhere but for parents, taxpayers, employers, and teachers. In it readers will find:

1. How to write to several audiences at one time.
2. How to test teaching, pupils, and product.
3. How to bring the schools back to the public,— how to recognize the proprietorship of the public and the partnership of trustees and teachers.
4. How to win support by admitting past deficiencies and listing future needs.
5. How to use excellences for correcting deficiencies.
6. How to make every supervisor and teacher a surveyor of his own work.
7. How to open the way for general truths by clear statements of concrete facts.
8. How to combine dignity with humor and directness.
9. How to inspire a desire for self-testing and self-advancement in teacher and community.
10. How to stimulate originality and preference for results over guesses.

For readers who are not familiar with the organization of the New York City school system, a word of explanation as to the position of a division superintendent may be in order.

At the head of the entire school system is the City Superintendent, who is assisted by eight associate superintendents. The elementary schools of the city are divided geographically into forty-six school districts, each of which has a district superintendent, who reports directly to the City Superintendent. These forty-six districts are grouped into six divisions, and the high schools and training schools make two additional divisions. The eight divisions are assigned among six of the associate superintendents.

For the school year of 1914-15, Associate Superintendent McAndrew had charge of Divisions 4 and 5, which include all the Brooklyn districts. The report which follows is a summary of the coöperative study of the needs of the two divisions, undertaken by the Division Superintendent and groups of principals, teachers, and citizens.

WORLD BOOK COMPANY

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THE PUBLIC AND ITS SCHOOL



# THE PUBLIC AND ITS SCHOOL



**C**HURCHES, homes, and schools have been Brooklyn's boast for many years. Public interest in education is more alive than in any community I know of. All the Brooklyn newspapers pay unusual attention to schools. The public turns out for school exercises in large numbers. No apology ought to be necessary for the length of any report on the schools of the Brooklyn divisions.

## WHAT A DIVISION REPORT SHOULD BE

1. Official expectation of what a division report should be, I find in Board of Education Document Number Six, 1912, page 4:

2. "A report by a division superintendent is obviously a record of specific information with reference to the pupils under the care of that part of the educational system assigned to him. Apparently the division heads are left to themselves and may report at random upon whatever has appealed to them without the direction of their attention definitely to certain essential functions common to all divisions."

3. The following report is planned in accordance with the first part of the paragraph just quoted and takes advantage of the freedom described in the last part.

## NEW FEATURES IN BROOKLYN

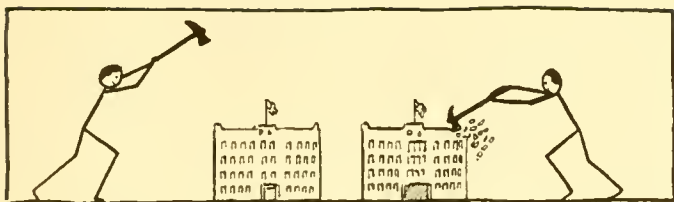
4. During the school year 1914-15 two radical departures have been made in the Brooklyn divisions.

5. Elementary Public Schools 5 and 158 were put upon new programs involving attention to vocational pursuits. Although the work of these schools is covered in detail in Associate Superintendent Ettinger's report, their influence upon the educational service of the borough requires reference to them here. The constructive exercises introduced into these schools, based upon a wide review of educational experiments in other cities, have thereby obtained an advantage which has freed the work of the year from much of the objection which not uncommonly impedes any departure from the usual educational track. But the increase in the number of self-expressive exercises not only has produced a pronounced enthusiasm in the boys and girls for this kind of work but has affected the old-line school subjects in a remarkable manner. *The connection between book study and actual construction carried out in this new type of school has provided a new motive in class recitation which is evident.* The visits of principals and teachers to these schools have created an active sentiment in the borough for more schools of this kind. Not only are the Brooklyn newspapers pronounced in commending the departure, but principals and citizens are asking that new school buildings, when obtained, shall be equipped for the type of school represented in these organizations.

6. The Brooklyn Trade School for Boys, organized this year, also is reported on by Associate Superintendent Ettinger.

7. On November 6, 1914, Mr. William Wirt, Superintendent of Schools of Gary, Indiana, reorganized Public School 89 to secure for each child a six-hour day with opportunities of study, work, play, and coördination of child-welfare agencies. The relief afforded this congested school by the new program is very marked. *Even without the special equipment, which is an essential part of the*





KNOCKING THE SCHOOLS

Gary system, the advantage to the children in this school is so evident that *the new plan has proved well worth the change.* In my visits to this school, *I have been impressed with the spirit of principal and teachers, with the smooth running of the machinery, and with the progress of the pupils.*

#### CRITICISM OF SCHOOL RESULTS

8. "Specific information with reference to the pupils" of the divisions, as related to "the administration and supervision" of the schools, seems especially desirable this year on account of criticism of the education given and the cost of giving it. Newspapers circulated in the divisions and newspapers published in them gave prominence to charges that the children "are not thoroughly grounded in anything." "Reading, writing, and arithmetic are woefully neglected, though correct spelling, ability to figure, and legible writing are as essential today as ever before." "So many subjects have been crowded into the course of study that a thorough training in those few which are essential is impossible." "The defects are not confined to children who leave before they finish the course, but exist in those who have the grammar school certificates." "It is almost impossible now to get competent boys and girls, and the natural conclusion is that the public schools are at fault." "The elementary school

graduates cannot spell, write, or figure because they are victims of special courses and psychological pedagogy." One editor predicted that the schools would take the criticisms with smiling patience and cheerful philosophy. "The teachers will grin at each other out of the tails of their eyes when a man comes along to tell them they are not teaching the three R's." One public writer says, "These charges are heard on all sides"; another, "The schools have stood this a long time without attempting to refute it." An unusual amount of general criticism of the schools as extravagant consumers of taxes and able to do better public service than at present followed the specific complaints I have quoted.

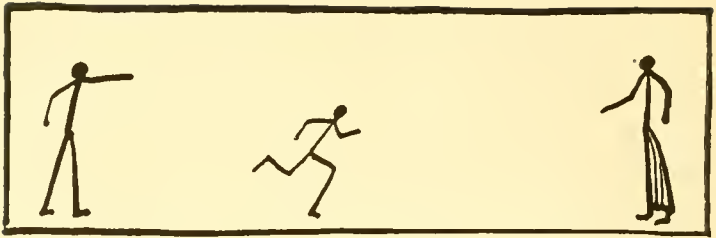
9. The progress of education in America has been due in great measure to active public interest stimulated by newspaper suggestions. *The prominence given this year to the specific criticisms referred to calls for attention in order that the benefit intended by their publication may be secured.*

#### ABILITY TESTS BY EMPLOYERS

10. I submit an account of an investigation suggested by the criticisms upon elementary school graduates.

11. Twenty-five elementary school principals in various parts of the Borough of Brooklyn made a canvass to determine in what business houses their wage-earning graduates were engaged in the largest numbers. The superintendents of the two firms which were shown to be the most extensive employers were asked to give specimen tasks most commonly required of elementary school graduates in their employ and bearing upon the ability of graduates "to write, to spell, and to figure." These tasks are:





THE MESSAGE TEST

stock of furnishings. Feature the most important ones. Attract him to the store.”

4. *Attention. Carrying messages:*

“Have one person direct the messenger to tell the other person in a distant room that the letter sent by the former regarding repairs and referring to a list of them was received but there was no list enclosed. Get it.”

12. These tests I applied to pupils of the graduating classes of the Brooklyn divisions. Following are the results.

13. Test No. 1. Simple addition:

Number tested.....	1023
Number right.....	778
Per cent. right.....	76%
Poorest class record.....	68%
Best class record.....	91%

14. Test No. 2. Penmanship, multiplication, fractions, addition, sales slip:

Number tested.....	962
Number right.....	539
Per cent. right.....	66%
Poorest class record.....	42%
Best class record.....	92%

15. Test No. 3. Grammatical letter from suggested matter:

Number tested.....	410
--------------------	-----

Form, appearance, penmanship, on scale of 100 perfect:

41 rated at 100.....	10%
39 rated at 95.....	9.5%
124 rated at 90.....	30.3%
16 rated at 85.....	3.9%
60 rated at 80.....	14.6%
32 rated at 75.....	7.8%
18 rated at 70.....	4.4%
12 rated at 65.....	2.9%
28 rated at 60.....	6.8%
36 rated at 50.....	8.8%
4 rated at 40.....	1%

Errors in spelling and capitalization:

82 with 0 errors.....	20%
88 with 1 error.....	21.5%
70 with 2 errors.....	17.1%
75 with 3 errors.....	18.3%
35 with 4 errors.....	8.5%
31 with 5 errors.....	7.6%
9 with 6 errors.....	2.2%
10 with 7 errors.....	2.4%
5 with 8 errors.....	1.2%
3 with 9 errors.....	.7%
2 with 10 errors.....	.5%

Errors in punctuation:

110 with 0 errors.....	26.8%
49 with 1 error.....	12%
61 with 2 errors.....	14.9%
40 with 3 errors.....	9.8%
67 with 4 errors.....	16.3%
53 with 5 errors.....	12.9%
4 with 6 errors.....	1%
6 with 7 errors.....	1.5%
10 with 8 errors.....	2.4%
6 with 9 errors.....	1.5%
3 with 10 errors.....	.7%
1 with 11 errors.....	.2%

Blemishes, blots, erasures, corrections, and words omitted or rewritten:

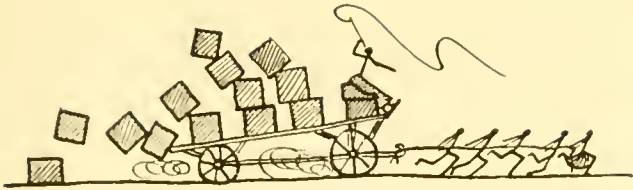
58 with 0 errors . . . . .	14.2%
22 with 1 error . . . . .	5.4%
106 with 2 errors . . . . .	25.9%
24 with 3 errors . . . . .	5.9%
142 with 4 errors . . . . .	34.6%
28 with 5 errors . . . . .	6.8%
9 with 6 errors . . . . .	2.2%
5 with 7 errors . . . . .	1.2%
6 with 8 errors . . . . .	1.5%
5 with 9 errors . . . . .	1.2%
3 with 10 errors . . . . .	.7%
0 with 11 errors . . . . .	0%
1 with 12 errors . . . . .	.2%
1 with 13 errors . . . . .	.2%

16. Test No. 4. Carrying messages:

Number tested . . . . .	91
Number correct . . . . .	56
Per cent. correct . . . . .	62%

SELF-CORRECTION

17. In the mathematical tests, a tendency to prove the work before handing it in was almost entirely lacking. There is in the children an idea that speed is valuable apart from correctness. I recall that from the tests given by S. A. Curtis he made the generalization that the average accuracy of New York school children is very low, while the speed is above the average. *That is, it takes us less time to get a thing wrong here than it does in the average school system.* I cannot believe that an absurdity of this kind would not yield in great measure to an organization of the Brooklyn divisions into a working unit to promulgate specific efficiencies in directions where investigation shows a common need and to provide for systematic follow-up processes, until the formation of



GREAT SPEED— BUT WHAT HAVE YOU WHEN YOU GET THERE?

habits of self-correction in mathematical work becomes a recognized obligation of every teacher and principal. In one school every column is required to be added up and down to an agreement before the adder attempts the next column.

18. I can see the justice which leads some teachers to allow children some credit for correctness of method even when the result is wrong, but no school usage is more ridiculed by the lay critic. For him a wrong result is useless no matter how slowly or how quickly obtained.



IN SCHOOL SHE ACCEPTS 60% RIGHT; BUT AT THE BANK—!

19. *The school habit of accepting 60% as "satisfactory" is ridiculed as tending to promulgate a 60% civilization.*

VALUE OF THE DEPARTMENT-STORE TEST

20. Without going into the question whether a school system is a failure whose "graduates cannot spell, write, or figure," one may enquire whether the tests proposed by the department-store superintendents represent accomplishments which a principal of a school should be held responsible to secure in his graduates. There was opportunity of asking thirty-one principals that question specifically. Each answered independently that these are requirements which may fairly be exacted of him. Experiments were then made as to how long it would take to bring a graduating class to the point where its maximum efficiency in these abilities could be counted on. This problem was set for graduating class teachers of mathematics. "Teach self-correction of mathematical exercises of the kind proposed by the department-store superintendents. Note the time you spend each day, and when the efficiency runs fairly constant notify me to come and confirm your record by a similar test."

These are sample reports:

21. Test No. 1. Easy addition. Self-correction:

Date	Time spent by class and teacher	Number tested	Number right	Per cent. right
May 12.....	8 min.	35	28	80
13.....	5 min.	34	30	89
14.....	5 min.	35	32	92
17.....	4 min.	35	31	90
18.....	5 min.	32	31	90
18.....	4 min.	35	34	97
20.....	5 min.	35	35	100
21.....	4 min.	34	34	100
24.....	3 min.	34	34	100
25.....	3 min.	34	34	100
26.....	3 min.	34	34	100
26.....	Test by division superintendent	34	32	94



This class reached maximum efficiency for teacher's test in thirty-nine minutes distributed through six days.

22. Test No. 2. Sales slip, penmanship, multiplication, fractions, addition, filling of headings.

Date	Time spent by class and teacher	Number tested	Number right	Per cent. right
May 12.....	15 min.	30	18	61
13.....	10 min.	30	22	74
14.....	10 min.	30	24	80
17.....	10 min.	30	22	74
18.....	12 min.	29	28	96
19.....	8 min.	29	28	96
20.....	8 min.	30	28	93
21.....	8 min.	30	29	97
24.....	8 min.	30	29	97
25.....	8 min.	29	29	100
26.....	10 min.	29	28	96
27.....	8 min.	29	29	100
28.....	8 min.	29	29	100
28.....	Test by division superintendent	29	28	96

This class *reached maximum efficiency for teacher's test in one hour forty-seven minutes distributed through eleven days.*

#### INFLUENCE OF EXAMINER

23. One of the principals, after a test by me, remarked that the presence of a stranger decreases the efficiency of the children. My test showed 82% correct. He gave an equivalent test in my presence with a result of 97%. In one school the test given in "the grand manner" with apparent fear in some of the children secured a result of 62%. We then sang together "There's a Light still

burning in the Window" and tried an equivalent test, securing a result of 90 %, and immediately after with one of the same sort we secured 96 %. I give these apparently trivial details to support the opinion that, without much trouble, our graduates can be found by their employers to have the ability to "spell, write, and figure," and that *our schools are able without strain to prepare graduates so that the principals can guarantee such ability and substantiate the guarantee by records of actual performance.* Ability that is at command under trying circumstances is so much of an asset that a test by a stranger is a valuable exercise.



EXAMINING IN THE GRAND MANNER, NOTE THE  
QUAKING CHILDREN

#### GUESSES AND RESULTS

24. In fifteen cases the test was shown to principals before giving it. Their estimate of the success of the class in it was obtained. Comparison of estimate with results runs like this:

Principal's guess	Actual result
100 %	73 %
95 %	42 %
90 %	73 %
etc.	etc.

No principal guessed as low as 73 %. Most principals thought 100 % ought to be expected.

25. There is no discoverable relation between the results and "the nature of the district" of the school. Very well-dressed children ranked high and low. Poor neighborhoods showed similar diversity. But schools standing low, tested again, did not reach a high standard until more drill on these specific tasks had been given than was necessary in schools standing higher. That the graduating classes of any Brooklyn school should surprise their principals by as low a result as 42% on so simple a requirement and that all the classes with so small an expenditure of time so materially improved their record, leads me to submit some observations looking to organization of these divisions next year.

GETTING THE KNACK AND THE PLEASURE

26. Observers of habit formation have noticed that in learning to swim, to play tennis or cards or a musical instrument, or to ride a bicycle, there is a preliminary period of more or less discouraging attempts during which practice is mostly drudgery. This is apparent also in the study of foreign languages. After drill, the cells of the brain, often with apparent suddenness, seem to group themselves in new relations, and one feels he has the knack. After this, practice is attended with much less dulness. I have seen this come in students of Latin and of geometry at different times for different boys. Observation of elementary school children inclines me to believe that many of them reach such a state that making combinations of quantities becomes pleasurable to them, and that *the children who "do not like arithmetic" can, by skilful and sympathetic guidance, be brought to the point where the knack comes to them, and that thenceforward such children are permanently changed in capacity.*



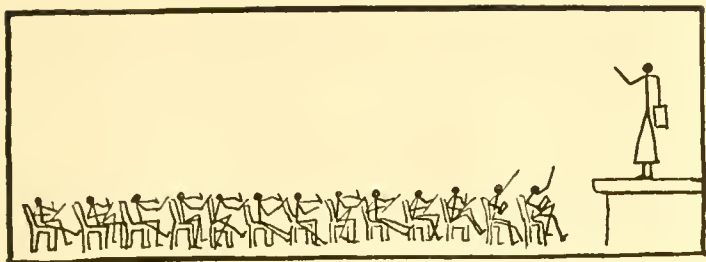
THE JOY OF ACHIEVEMENT

27. I should like to be able, in large schools where facilities for it are abundant, to put in a program systematically engaging the arithmetically efficient children upon some other work part of the time, while the unsteady ones in large groups could be exercised with conscious attempt to get pleasure out of computation. Precaution would need to be taken not to emphasize mere drill.

28. Continued unsuccessful drudgery stupefies the mind. The consciousness of success and of growth felt and enjoyed by the learner himself seems to me a healthy stimulus which can be nursed by the right kind of teacher, selected because of this power. The scheme proposed is a modification of the "opportunity class" idea, extended to children who are normal but in specific abilities have been hurried along without the happy experience of waking up to find themselves possessed of the knack.

#### INTEREST AND DRILL

29. I have not seen in the Brooklyn divisions anything in the line of interesting drill as good as what I saw seventeen years ago, in Public School 5, Brooklyn,

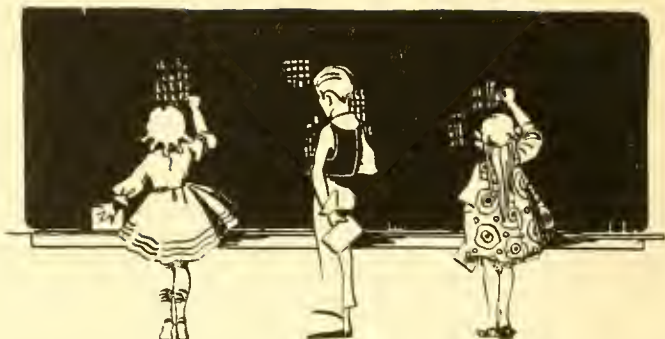


#### AN ARITHMETIC ASSEMBLY IN PUBLIC SCHOOL 5

when Principal William T. Vlymen used to have an assembly drill in the fundamental processes of arithmetic every day. The interest, which I take it is the most important factor in *nutritive drill*, was pronounced. The importance of the occasion—large numbers present, principals and teachers observing, a sort of figure-fest, short, cheerful, and considerate—was a harmless but efficient spur to industry, care, and success. I recommend this feature to the attention of principals in the division.

#### EXHIBITIONS OF ABILITY

30. Although it occurred in a division not assigned to me, I should like to record, for the benefit of the Brooklyn principals, a contest managed by Mr. Walter H. Eddy, of the High School of Commerce. The various classes have in their own rooms "try outs" in addition, subtraction, multiplication, division, vulgar fractions, decimal fractions, and percentage. The best boys of each group then contest in the assembly hall. Each has a blackboard. At the same moment identical problems on slips of paper are handed to the contestants. When a boy has completed and proved his work, he takes his position at a designated place at the front of the stage;



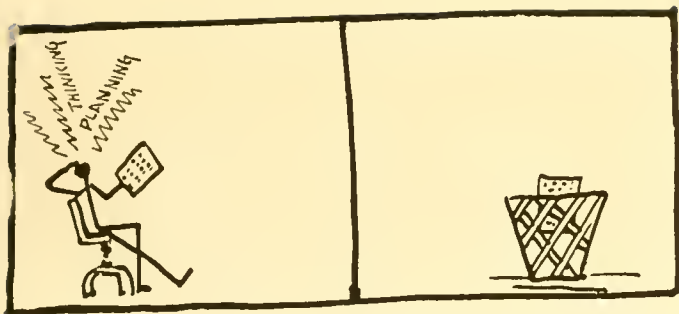
AN ARITHMETIC RELAY RACE IN PUBLIC SCHOOL 122

successive contestants fall in as they finish. The exercises are so short that they involve no strain. I recommend that this means of putting spirit into arithmetic be introduced into the Brooklyn schools for contests both between classes and between schools. I recognize that arithmetic, as it is the most usually tested of subjects, is also the most dangerous to mental health if overdone. I couple with my suggestion a caution which may be necessary only to principals not known to me, that the preliminaries be conducted with moderation.

31. During the year the *Brooklyn Daily Eagle* conducted a spelling contest in which public interest was keen. The revival of this old-fashioned school exercise in the form of friendly contests between schools is recommended.

#### USE OF THE CRITICISMS OF THE YEAR

32. The tests made may be interpreted to show that in some of the schools in the division assigned to me, too many of the members of the graduating classes apparently could not "spell, write, and figure." I know that it is not customary to make such admissions in school reports,



TWO USES OF CRITICISM

but recognition of the criticism seems to me to lead to some advantage. *As long as the schools depend on public indorsement for their maintenance, why not court suggestions for improvement from the public?* When a service establishes itself on a solid foundation, its managers often inspire the staff with a pride of efficiency sufficient to lead to an invitation for suggested betterments. I know several schools in Brooklyn that are strong enough to print on their report cards, "Patrons are requested to suggest improvements desired in our service." I think both divisions would profit by a frank invitation to the public to suggest what abilities it expects in a school graduate. The commercial employers on whom I called were interested. Later in this report you will find their contribution.

#### WHAT A BROOKLYN GRADUATE SHOULD BE

33. The purpose which led the builders of America to establish for the first time in history a plan of free and universal education was expressly to rear a race of citizens superior to existing humanity. No expounder of the function of public education in the early days of the republic or at the present time has been content with

spelling, writing, and figuring as the result of school training. The culture of better men and women has been the theoretical aim of American schools from the beginning.

34. Would it be possible to define profitably for the Brooklyn schools the personal product to deliver which they are maintained? Such a formulation has engaged the attention of managers of school systems to an increasing degree in the past twenty-five years.

35. Starting with the specific attainments the lack of which have been emphatically asserted this year and extensively advertised throughout the country, I added to the list other virtues given me by employers as needful. I submitted the list to ministers, lawyers, and various citizens, and to thirty Brooklyn principals, asking for corrections and additions. Striking out the repetitions and the different forms of expressing the same idea, I present herewith young Master or Miss Brooklyn as he or she, certificate in hand, theoretically walks down the front steps of the perfect school on graduation day.

36. Conceive a boy or girl made up of these characteristics:

Health, agility, cleanliness, good posture.

Good personal appearance. Attention to dress, erect figure.

Audible voice, clear and correct speech.

Self-control, ability to look you in the eye, courage, absence of the impediment of shyness.

Deftness of hand, including legible, shapely penmanship, power of simple graphic representation, ability to use common tools and simple machines.

Punctuality; economy of time and material.

Ability and tendency to think, to compare ideas, and to reach consistent conclusions.



Tendency to reflect before important action.

Mental economy. Ability to study a problem intelligently and to summarize essentials in a reasonable time; intelligent application.

Orderliness. Tendency to plan.

Ability to comprehend and to reproduce in writing or by word of mouth printed or oral discourse of reasonable difficulty.

Accuracy and reasonable speed in such computations as the ordinary citizen is called upon to make and in such quantitative work with tools and material as is pertinent to the tool and machine work of the school.

Appreciation of the value of money, of the advantage of intelligent spending, and of thrift.

An efficient knowledge of the usual sources of information. Skill in using them.

Conception of the intellectual inheritance of mankind.

Possession of a reasonable fund of information resulting from the conventional studies, including especially the duties of a citizen.

Knowledge of the main avenues of self-support, the nature of occupations, wages, and opportunities.

Taste, refinement, appreciation of beauty in literature, music, art, and nature.

Humor, capacity for healthy enjoyment, cheerfulness.

Desire and ability to coöperate with others. Willingness to act under direction; loyalty.

Intelligent patriotism.

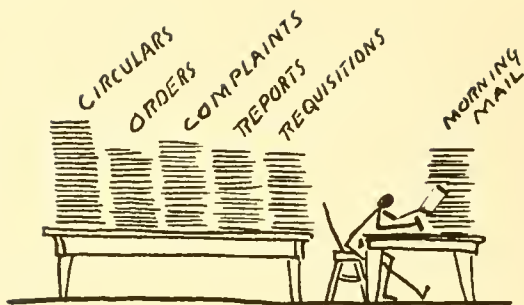
Industry, perseverance, grip, grit, self-reliance.

Originality, independence, initiative, management, enthusiasm.

Honesty, decency, clean-mindedness.

Good manners, courtesy, consideration for others, helpfulness, readiness to volunteer, unselfishness.

Advantageous use of leisure.



WHAT IS A PRINCIPAL FOR?

All-round capacity, harmonious development.

Consciousness of a personal ideal.

Ambition to make the most of opportunities individually and as a contributor to the common good.

WHAT A SCHOOL AND A PRINCIPAL ARE FOR

37. There is nothing new in the list. All this has been said by writers on education before. Clergymen cover, year after year, virtues which they hope to propagate. The picture of my ideal graduate, however, was made in Brooklyn. My proposition is that I use it as more than a fanciful sketch — as an architect's plan or a specification for the one hundred and seventy-five contractors engaged in supervising character-building in the borough. That is, *I should like to see practice officially diverted from concentration on a course of study to conscious cultivation of human habits, traits, and tendencies.*

38. Analysis of human knowledge into literature, science, and classified subdivisions has long been made for purposes of teaching. It has saddled memory methods upon schools so long that a large part of preparation, recitation, and testing is concerned with information.

Though current educational theory repudiates the idea that the information of the textbooks is an education, Brooklyn practice, like American usage at large, does not put growth of power, acquisition of habit, in a foremost place; nor does it exhibit the course of study as the means, not the end, of service. Brooklynites show that they can conceive the product desired of the schools and can analyze it into definite abilities capable of nurture by selected persons employing selected means. I should wish, in the division assigned to me, to promote a more direct application of practice to the generally accepted theory that the schools are maintained to provide "education for efficiency" (Maxwell), "a thinking, doing, feeling person" (Kirk), "a personal product" (Eliot), "a citizen, not a storehouse" (Jordan), "folks, not facts" (William Hawley Smith).

39. The working proposition is: *A Brooklyn school is maintained to cultivate abilities of all its children as nearly toward perfection as the limitations of school time and children's aptitudes permit.* A principal is employed to see that this purpose of the school is carried out. A compilation of these abilities can be obtained from intelligent citizens, can be classified for working efficiency by school managers, and can serve as a prospectus for the work of a definite time.

40. The summary is a local product and has not been tested by application to individual schools, but it meets all the criticism of the year and includes all the virtues that business men have mentioned as essential in graduates. It contains the expectations of citizens and schoolmasters and it gives a principal something in the nature of a defined ideal for himself and for the person who supervises him.

41. Without a clear plan, a manager is the servant of circumstances as they arise. He reacts upon each adven-

titious demand as it comes up. He looks back upon his day and wonders where it has gone. His work masters him. With a plain working model, a man may be more the owner of his time and can better bend events to his will. A person assigned to administer and supervise a division, a group of schools, ought to assist the principals of those schools to realize the products expected of the schools. To do this haphazard is a waste. *Superintendency ought by this time to have formulated some of the lessons of experience into something approaching a science.*

#### THE SCIENCE OF SUPERVISION



42.

TEN or more years' output of "efficiency" books and articles have affected the management of Brooklyn schools. A number of the principals and teachers are familiar with the works of H. B. Gantt, Herbert Kaufman,

Harrington Emerson, and others. Emerson's summary of efficient management common to most kinds of organization has been quoted to some extent in courses taken by Brooklyn teachers. The supervision of a school or of a division is benefited by knowledge of the requirements outlined by him. They are:

Ideals — kept clear and prominent.

Revision — change of ideals to meet changing conditions.

Efficiency standards.

Efficiency tests.

Efficiency records.

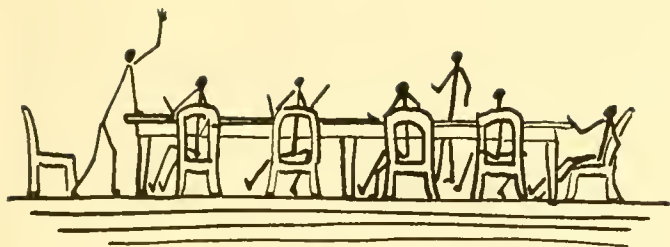
Efficiency rewards.

Discipline of staff.

Standard cost.

#### IDEALS AND REVISIONS

43. Even the business organizations now emphasize the necessity of keeping alive in every member of the



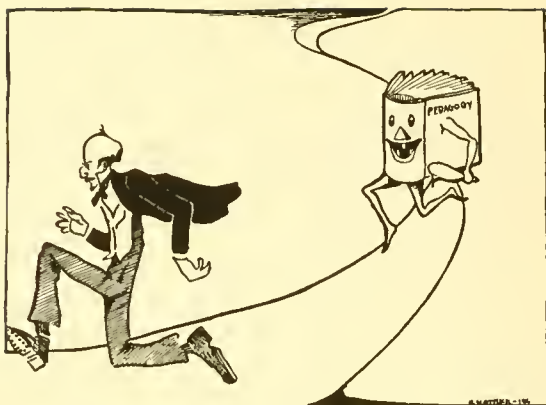
EVERY BUSINESS ORGANIZATION NEEDS EFFICIENCY CONFERENCES

staff high ideals of efficiency. Provision for this feature in school systems is universally demanded. *In no service is stagnation and formalism more dangerous than in ours.* There exist in Brooklyn very efficient agencies for promoting high ideals and for keeping them up to date.

I do not know of any community in which teachers and principals in such large proportionate numbers make a study of the purposes and methods of teaching as is the case in Brooklyn. Adelphi College, St. John's College, Polytechnic Institute, and the Brooklyn Institute of Arts and Sciences have maintained for several years schools of education largely attended by teachers in service. I learned of many teachers and principals who have attended and will attend summer schools of pedagogy. In three schools in which I made a canvass I found the following numbers enrolled in professional courses since September, 1914

	Number of teachers	Taking courses	Per cent.
School A.....	52	31	60
School B.....	30	12	40
School C.....	30	11	37
	112	54	48

This does not take into consideration any teachers taking courses any other year.



“I NEVER READ A BOOK ON PEDAGOGY IN MY LIFE”

44. In the same schools the number of teachers subscribing to professional magazines is:

	Number of teachers	Number subscribing	Per cent.
School A.....	52	25	38
School B.....	30	8	27
School C.....	30	9	30
	—	—	—
	112	42	37

45. In these schools the number of teachers who have read since September what you would consider professional books is fifty per cent. of the entire number of teachers who were questioned. When you recall the applause from a large assemblage of teachers which greeted the head of one of Brooklyn's prominent schools when he said in 1892, “I never read a book on pedagogy in my life, thank God,” you can see some difference in the way some of the Brooklyn school men and women regard the value of aids which freshen and revise ideals. I have not heard in

Brooklyn for many years the old excuse for stagnation: "A teacher is born and not made."

46. The membership in professional organizations is larger than in any community of which I know. The *Brooklyn Eagle Almanac* lists forty-six associations, the largest of which have memberships of 1901, 3744, and 5891 respectively.

The most remarkable local organization of school workers in the world is the Brooklyn Teachers' Association. Beginning its career forty-one years ago with a lecture on "The Ideal Schoolmistress," the society has, for more than thirty years, conducted professional classes for teachers until the number of its members has grown to 5985. Of these, 2794 teachers enrolled themselves in the professional classes supported by the Association during the school year just closing. Last year 3046 teachers pursued the Association's studies. The work includes history of education, philosophy of education, principles of education, educational psychology, class management, administration methods, as well as sixty-five classes in academic subjects, a total of eighty-six courses offered. Seventy-seven of these were chosen by a sufficient number of teachers to warrant the employment of instructors. *This is a professional university, self-sustaining, managed by school men and women, the most democratic educational foundation in America.* It is such a guild as in the Renaissance formed itself to learn of the leading scholars of the time and gave its name, *universitas* or *corporation*, to the highest type of school there is.

47. But there are more than 6000 teachers and principals in the Brooklyn divisions. Definition and revision of ideals cannot be left to even so efficient an agency as a voluntary society which instructs fifty per cent. of the teachers of the entire borough. I find other school

systems making more use of assemblages of teachers for elucidation of the large purposes of schools than is employed in Brooklyn. In Chicago, in November, I attended such a meeting in which the superintendent spoke, out-



THE "THUMBS UP" SUPERINTENDENT

lining large policies of school work and presenting to the meeting different teachers who described experiments and successes of the schoolroom. It was more like an engineers' or physicians' convention than any other teachers' meeting I have seen. The superintendent's summary contained these words: "The only powers that can

change inertness to progress are responsibility and freedom. Teachers must understand that improvement is needed not merely in the ways of meeting requirements but in changing old usages to something better. Long compliance creates a spirit contented and willing. Out of a custom that gave superintendents the duty of setting standards has evolved an administrative power which tends to keep things as they are. The thumbs up, thumbs down superintendent is a menace to progress. Old standards have been sent to the scrap heap by industry and commerce, by applied science, by genetic history, by social and spiritual growth. Teaching used to be static, — the conservation of what had been established by the powers above. Real education is perpetual adjustment



to the changing times. *A supervisor must inspire his charges to discover things needful and to do them.*"

48. The Chicago organization for refreshment of ideals requires each assistant superintendent to conduct educational meetings. Attendance of the principals and teachers is voluntary. All principals can find such meetings in progress on Saturdays from 10.30 to 12 once a month. On other Saturdays there are other teachers' conferences to which principals also may go. The result of these conferences — two hundred fifty-six pages of recommendations on all the aims, methods, and successes of all grades of schools; plans of administration, of child-study, of social efficiency, of vocational guidance, of luncheon service — is a contribution of teachers, principals, and superintendents that has no recent parallel in the Brooklyn divisions. When I compare Chicago superintendents' use of Saturday mornings with our New York office hour for listening to personal communications which, were they written, would be much shorter and more definite than now, it seems to me that the Westerners have us beaten as conservers of energy.

49. Another provision for outlining and enlivening ideals in Chicago is an official magazine issued free to every teacher in the system. The Board of Education edits, prints, and distributes this literature of the profession. Announcements, directions, expositions of educational doctrine, reports of the Saturday meetings, make up the matter. Teachers contribute. They frankly present views differing from those proposed by supervisors.

50. Insurance companies, electric plants, railways, maintain regular periodicals for dissemination of ideals among their employes. The supervision of 6000 persons engaged in more important work than lighting, insuring or transporting, requires a periodic issue of bright, vitalizing print as much as any commercial business does.

We should attempt through the Brooklyn Teachers' Association to circulate an organ devoted to the first principles of efficient management: dissemination and revision of clearly defined ideals. We should coöperate with the Association in free-for-all conferences to take the place of the Saturday office hour and should use these conferences for the definition and application of modern educational ideals.

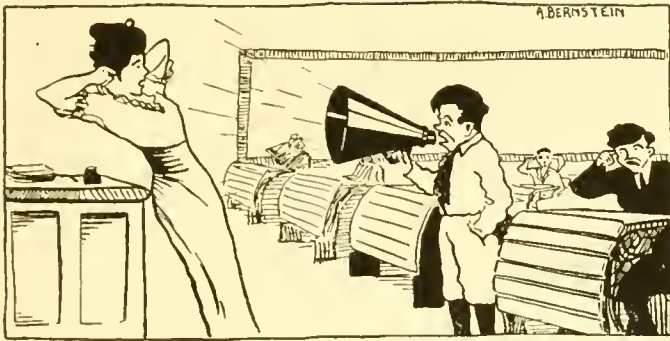
51. During the year, as far as opportunity offered, I have recommended to those in the Brooklyn divisions study and application of suggestions found in the publications of the Board of Education's Division of Reference and Research. I recommend that next year the superintendent assigned to the Brooklyn divisions hold volunteer conferences upon reports of the Division of Research with the intent to realize profit to the Brooklyn schools.

#### EFFICIENCY STANDARDS



52.

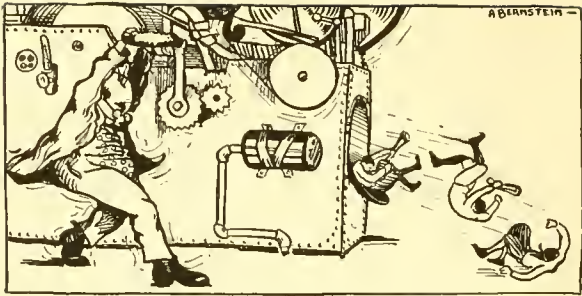
ON page 17 of this report, under the title "What a Brooklyn Graduate Should Be," I have presented ideals collated from propositions of Brooklyn teachers and other citizens. In paragraph 11 I have given some efficiency standards submitted by merchants for some of the ideal qualities required of the schools. It is not a difficult matter to arrive at definite standards of the attainments asked for by the employer. The prominence given this year to business men's criticism leads me to propose for any division assigned to me *to invite a conference of employers and to obtain from them an agreement upon explicit performances which a public school graduate ought to be certain of accomplishing.* These I will submit to such principals as will meet me with the intent to accept those standards or to indicate to the business



AUDIBLE VOICE — IS NOT HARD TO MAKE

men's committee what standards are not acceptable and why not. I would then meet such members of local school boards and such principals as would come together and would discuss with them the other than business attainments and virtues which a common school boy or girl should be trained in. We should arrange these in groups of "special emphasis," "regular emphasis," and "incidental," from the point of view of the schools' duty and opportunity. We should formulate such standards of attainment in lines capable of standardization as we could, and would give the conclusions of the conference official indorsement as a prospectus of ideals expected in the human individuals for whose education the schools are maintained.

53. For example, a standard of efficiency for graduating class pupils in the general line of "audible voice, clear and correct speech" is not hard to make; neither is one in "penmanship, power of simple graphic representation" or in "ability to comprehend and to reproduce in writing or by word of mouth printed or oral discourse of reasonable difficulty." Efficiency standards for many of the ideals are already well known to schoolmasters.



FORMAL GETTING THROUGH THE COURSE OF STUDY WILL NOT BE  
ACCEPTED AS THE FUNCTION OF THE SCHOOL SYSTEM

54. It is no disparagement of this proposition to say, "All this has been done before." Managers of school systems are translating their courses of study into human results all the time. It needs to be done so often in every system that *formal getting through the course of study will not be accepted as the function of the school system*. We want to know that the course of study has been so used that advantageous human results have ensued.

55. Efficiency *ideals* properly include propositions that are new and in advance of what many principals and teachers may have considered within the sphere of their service. Efficiency *standards* are definite attainments which a supervisor, if he is worth his salary, will require every school to reach. They are minima below which a principal or teacher must not fall without loss of rewards provided for efficiency. There is a strong undercurrent of belief in Brooklyn that no teacher after three years upon the payroll can be relieved of drawing salary, no matter how poor his service. The men whose main duty it is to keep the tax rate down charge that the Department of Education is paying high-grade wages for low-

grade work. We lack standards of work that are being consistently employed. We need definitely to establish whether a designated teacher is below grade or not.

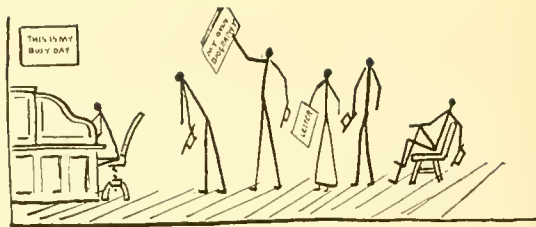
56. I could not make an acceptable set of standards for the eight grades in an elementary school, but I know twenty-two principals and teachers with whom I could make a beginning on which I think a scheme of standards could be built that would have a tonic effect upon the work of every school whose principal would elect to use the measure. I recommend a beginning in Brooklyn next year.

#### EFFICIENCY RECORDS

57. All the standard works on efficiency emphasize the necessity of "reliable, immediate, adequate, and permanent records."

58. When the newspapers which circulate in the divisions assigned to me made prominent in their news and in editorials the charges that the elementary school graduates cannot write, spell, or figure, I should have had at my hand reliable data showing in what Brooklyn schools the children were able to a commendable degree to write, spell, and figure. I asked for the records of certain Brooklyn schools and learned that there were no reports of the efficiency of these schools and none had been required for some time. If I were superintendent of a steamboat service and the newspapers published a statement that my ships could not make connections with trains as advertised, had insufficient life preservers, and were too weak in the timbers for safety, I should be expected to be able to produce time records, reports of government hull inspectors, and certificates of equipment.

59. The school is the working unit of a system and ought to be inspected periodically. A record of its efficiency ought to be made in duplicate, one copy for the



CANDIDATING FOR PROMOTION OUGHT NOT TO BE REQUIRED

principal and one readily available to the officers administering and supervising the division to which the school belongs. Recognition and reward of success of principals is haphazard without definite efficiency records of the principal's work. An associate superintendent has to vote upon the nomination of some principal for a higher position. There are more than 400 principals to choose from. No reasonable decision can be made relying only on memory, or on an impression made by the personal call of the candidate, or on the statement of one who had walked through the school letting casual impressions guide his judgment. It is too much as if the persons considered had appeared newly on the scene from some other system. With the present method of nominating principals for higher places and relying upon the candidate's own announcement of his desire for nomination, *there is a strong possibility that some of the best managerial talent in the system is overlooked because its possessor is running a solid, efficient school without its excellence being able to offset his poor work in self-advancement.* The number of principals in the Brooklyn divisions who feel there is too little regard for records of achievement based upon tests of results is considerable. It would, in my opinion, be a great advantage to the Brooklyn schools if details for record were known by the principals and if

those records were periodically made. An idea of an efficiency record for a principal may be obtained from the following compilation furnished by Brooklyn men and women:

Record of John Smith, Principal, School 500, Brooklyn, made  
 by.....  
 Dates of school inspection.....  
 Amount of time each date.....

	CHECK IN PROPER COLUMN			
	Excellent: much above average	Very good: above average	Good: average	Poor: below average
(a) HERE PUT RESULTS OF PRINCIPAL'S MANAGEMENT AS FOUND BY TESTING THE PUPILS. ENCLOSE AS PART OF THE RECORD THE ACTUAL TESTS MADE AND THE RESULTS. THE BASIS OF THIS RECORD IS THE CULTIVATION OF THOSE HABITS, ABILITIES, AND CHARACTERISTICS OF PUPILS THAT SHALL BE DECIDED UPON AS IN PARAGRAPH 39 OF THIS REPORT. DETAILS TO BE PRINTED HERE.....				
(b) Principal's habit of and provision for carrying out requirements of the Board of Education as expressed in its by-laws, regulations, and resolutions and in instructions issued by the superintendents.....				
(c) Principal's method of filing these instructions for reference.....				
(d) Principal's direction of plans of teachers for school work.....				

CHECK IN PROPER COLUMN

	Excellent: much above average	Very good: above average	Good: average	Poor: below average
(e) His record of class inspections and examinations.				
(f) His record of conferences with teachers.				
(g) His provision for instruction of newly appointed teachers, of substitutes, and of teachers whose work is weak. His record of assistance to such.				
(h) Promptness and accuracy in reports.				
(i) Economy and care as to books and supplies.				
(j) Condition of building, reports of damage and need of repairs, cleanliness, adornment of rooms and halls, heat and ventilation, supervision of janitor.				
(k) Management of fire drills.				
(l) Principal's punctuality and attendance.				
(m) Records of punctuality and attendance of teachers.				
(n) Records of punctuality and attendance of pupils.				
(o) Management of grading and promotions.				
(p) Discipline and spirit of school (give details).				
(q) Recesses, games, athletics, etc.				
(r) Use of libraries.				
(s) Patriotic exercises.				



## CHECK IN PROPER COLUMN

	Excellent: much above average	Very good: above average	Good: average	Poor: below average
(t) Contribution of suggestions of benefit to school system. . . . .				
(u) Special excellencies or deficiencies. Details not listed above, but considered worthy of mention. . . . .				

60. I would not put into effect a system of efficiency records of principals until I had submitted such a tentative draft as this to all who were to be affected by it. I would amend it in accordance with suggestions received. I should expect to have it revised as experience showed the need.

61. During the present year a number of members of the Board of Education have urged the need of "organization for results." One asserts that hospitals, libraries, churches, and philanthropic societies have better efficiency records than we have. The principal of one Brooklyn school expresses the view that *a director of a large educational plant has as much need of tables of results as a bank has of its balance sheet or a store of its sales report.* He says, "Our reports are mostly concerned with attendance of pupils and teachers. They ought to be an account of educational profit." Another principal called my attention to the assertions in *Educational Administration*, by Strayer and Thorndike, to the effect that "today the efficiency of school supervision is judged by its ability to satisfy any inquiry which may be made concerning the work of teachers and the progress of pupils. The demand is made that claims be supported by statements of

results.”<sup>1</sup> This is the trend of requirement of supervision as indicated in current professional literature: “The supervisor should furnish the necessary stimulus to progress



THE REVIVAL OF IMPORTANCE  
PLACED UPON SCRUTINY OF  
RESULTS

by careful study of the results attained by principals. These results compared with results attained by other principals should establish standards of method and spirit.”<sup>2</sup>

62. A notable fact in current educational history is the revival of importance placed upon scrutiny of results. Ayres says it is absorbed from the nation-wide movement for investigation of the results of every sort of organization, commercial, military, and social. “The people want to know the facts about the schools. They cannot be learned in an office.” There has not been in the Brooklyn divisions this year nearly so much testing of the pupils’

ability by inspectors as there was fifteen years ago. A superintendent then would go through a school from the bottom up, sampling and rating the pupils’ specific abilities by exercises based upon what the syllabus for the grade provided and upon what the teacher said she had trained the children to do. Brooklyn principals who have

<sup>1</sup> *Educational Administration*, Thorndike and Strayer, The Macmillan Co., page 250.

<sup>2</sup> *The Administration of Education*, Hollister, Charles Scribner’s Sons, page 235.



THE BEST TEST OF A PASTRY COOK IS THE TASTE OF  
THE PIE

remained in the system since that time tell me that they miss these investigations. One says, "A systematic trial of results like that discovers infelicities that the best of us do not see until an outsider finds them." Another says, "To sit in the back of a room and watch a teacher conduct a lesson is not enough. The test of good training is what the trained can do. The best test of a pastry cook is, first, the taste of the pie. After that has been evaluated, find whether the pie has been made economically, hygienically, and with reasonable speed." I have not, in the Brooklyn division, adequate means of testing results. I do not know that the pupils are as well equipped in the abilities and characteristics expected of school children as they may be made without any longer hours or harder work being required of teachers, principals, and superintendents. If a rearrangement of emphasis and attention by school workers is desirable, I cannot base recommendation for such on any adequate knowledge of

what present emphasis and attention are producing. *One assigned to "administration and supervision of the schools of a division" ought to be so well fortified by actual testing of the product as to be able to invite any committee of citizens to test abilities that are so publicly questioned as was the case this year.* Thus, as much prominence could be given to the skill of our graduates as was afforded the widely heralded charge that they cannot spell, write, or figure. There is not a sufficient force to do this available in Brooklyn at present. In 1899 these divisions had 118 elementary schools, a teaching and supervising staff of 3496 persons, an enrolment of 163,783 pupils. Assigned exclusively to Brooklyn were nine district superintendents. At the beginning of this school year Brooklyn had 175 elementary schools, 6209 teachers, principals, and assistants, and 314,781 pupils. There are seven superintendents assigned to Brooklyn. If the number had increased in proportion to the number of schools, there would be thirteen Brooklyn superintendents. If the number had increased in degree with the growth of the teaching staff, there would be fifteen superintendents working exclusively in Brooklyn at the beginning of the present year. A rough view of the duties of district superintendents seems sufficient to show that seven are not enough to do this work of testing. We ought to have it done by someone whose chief business it is, who will not be called away until the work in a particular school is completed. Such assistance is employed in all efficient organizations. It is essential to a school system. Lack of it exposes us to charges of specific failure in our product. We want skilful samplers who, from nine till three o'clock every day, will go quickly through the classes and give actual tests, who will not leave statistical tasks for teachers to score but who will do the entire work. I recommend that for Brooklyn there be selected, with approval of the prin-

cipals of the schools affected, two teachers for assignment, under the direction of the division superintendent, to testing results of teaching in the elementary schools. This will cost at a maximum \$1500 per teacher plus a maximum of \$20 carfare each.

#### INSTANCES OF EFFICIENT ORGANIZATION

63. This is a good place to record some specific instances of good management, so as to indicate what actual facts should go on the efficiency record of a principal. In some schools, you are impressed with the neatness and cleanliness of the building. The corners of the halls and stairs are well swept; the windows are clean; there is no litter on the floors of classrooms or hallways. If you inquire, you will find that even in so minor a matter as this the main features of scientific management are present: ideals published and kept alive, efficiency standards, efficiency inspection, efficiency record, discipline of staff, efficiency rewards. If you find a dirty building and remark it, the principal will tell you he has a poor janitor. Any manager of any other plant will tell you that systematic inspection and definite record is the surest medicine known to cure a building of maljanitoritis. Sections 115-6 of the By-laws consist entirely of efficiency standards for janitor service. They are the formulation of experts of many years' experience. A janitor, good or careless, needs the tonic of inspection and report as much as a teacher or a principal does. Some Brooklyn principals to whom various janitors have been assigned never had a poor janitor. Why is that? My observation is that the condition of the building is chiefly dependent on the administration of it planned and followed up by the principal. In buildings that are remarkably clean, attractive resorts for teachers and children, examples in good

housekeeping for people living in all sorts of homes, I find systematic inspection and record.

64. The coöperation of teachers and children in the care of public property as worked out in Public School 43, Mr. J. A. O'Donnell, principal, is recommended as worth adoption. A teacher is appointed adviser of the sanitary squad of pupils. The squad is made up from such higher classes as have study periods distributed one after another throughout the day. At the opening of these study periods the designated patrols inspect the entire building as to stairs, hallways, toilets, and yards. They pick up, clean up, and make a record. Each teacher is responsible for maintaining an efficient policing system in his own room. Mr. O'Donnell extends this kind of service to the streets contiguous to the school. Pupil offenders against the regulations are turned over to the court of the school city.

65. A large number of tests of Brooklyn principals' managerial ability were made this year following the request of the Fire Commissioner for revision of regulations governing rapid dismissals. In order that all conditions existent in different schools might be met, the City Superintendent desired the collection of views of principals and teachers, and over two hundred persons contributed details of the circular issued in January. The propositions were submitted to the Fire Department and to the Committee on Buildings and modified by each. When finally approved by the parties who had proposed the changes, a circular was printed in the city newspapers and issued to the principals. Two editors made it the subject of extended comment. A hundred and three requests for copies were received from outside of the city. The principals in the two divisions took up the new requirements at once. The *Brooklyn Daily Eagle* later selected Public School 19, Brooklyn, as one in which the

new fire drill was conducted with such efficiency as to make it suitable for a model demonstration. Principal John W. Rafferty's conduct of the drill in the presence of Hon. Robert Adamson, the Fire Commissioner, was described in a full-page article and illustrated with photographs of different features of the drill. A complimentary copy was mailed to every Brooklyn principal. Subsequent inspection of fire drills in Brooklyn schools discovered generally a commendable degree of efficiency in this test of good organization and management. Fire drills in Public School 78, Mr. Wallace Newton, principal, and in Public School 139, Mr. Oliver C. Mordorf, principal, illustrate to a marked degree the proper management of large numbers of children massed together. The specific details of excellence in those schools in a rapid dismissal are these:

There are no complex signals or directions. On receiving the signal, the children form by twos in the classroom and march whithersoever the teacher directs. She uses her judgment in selecting the exit out of which, at the moment, egress is least impeded. She does not think she must lead her class or follow it. She goes with it in whatever position gives her opportunity best to control it, to halt it, to turn it, or otherwise to direct it by spoken command. There is no running on stairs, in halls, or on the street. The usual style of marching to assemblies, workshops, or kitchens is observed in fire drills. The control of classes out of the classroom and outside of the building is similar to that observed in the recitation rooms.

66. A remarkable exhibition of planning, organization, and management by Brooklyn principals and teachers was observed on Saturday and Monday, the twenty-ninth and thirty-first of May, when 4500 school children sang at the Thirteenth Regiment Armory as part of the National Saengerfest given by the United Singers of Brooklyn.



AT THE SAENGERFEST

It will be recalled that on an occasion like this in Manhattan, three years ago, a committee of selected men had to be sent as an emergency measure to the Madison Square Garden to bring order out of chaos. Principal Floyd R. Smith, of Public School 167, Brooklyn, was selected by District Superintendent Benjamin Veit to deliver, police, and dismiss the 4500 young Brooklynites at this May festival. Mr. Smith was assisted by eleven principals selected by him, and by forty-five teachers selected by them. The assembling, seating, and dismissal were done with such precision and despatch that Mr. David Koos, the Fest President, declares it was far and away the best management he ever saw at any saengerfest.

67. It is not impossible that other school officials may be called upon at some future time to furnish a large chorus of school children. Thinking that it would be a convenience to be able to refer to memoranda of all the details considered necessary to carry off the affair with *éclat*, I asked Mr. Smith to let me have for this report a working plan. Here is his:

*Plan for Management of Children at a Mass Concert*

- (a) Appoint one chairman to take charge.
- (b) He selects assistants for special stations.



- (c) These hold a meeting and go over plans and select teachers at rate of one for each hundred children. Ten per cent. additional to cover absences of teachers.
- (d) Superintendent writes these asking them to serve; outlines their duties and asks them to communicate with chairman.
- (e) Chairman gets fifteen blue-prints of the platform and seats.
- (f) Chairman gets from music director summary of participants showing number of each kind of voice from each school.
- (g) Chairman and music director mark on a blue-print the seats to be occupied by sopranos, boys, girls, etc. Chairman gets director's signature on the plan and his guarantee not to ask for changes in position.
- (h) In the last two saengerfests the architect or builder has at first supplied seats amounting to 500 to 1000 less than the number required to seat the number of children asked for. The minimum sitting space for a young Brooklyn singer, averaging stout and thin, high school and elementary school vocalists, is  $1\frac{2}{10}$  feet wide.
- (i) Request the City Superintendent to write to the manager of the saengerfest that so many more seats must be provided or it will be necessary to abandon the concert. The number of children asked for have been drilled and expect to participate. There is no basis for dismissing some. The saengerfesters will have to take the odium, not the school people.
- (j) Architect finds out how he can supply more seats. Learns that schools mean business and keeping of promises (moral lesson).

- (k) Get authoritative statement as to who is responsible for necessary labor in the armory, opening certain doors, moving chairs, etc.
- (l) Select avenues of access to different seats in the armory. Plan dismissals for close of rehearsal same as for close of concert, same in case of fire or panic.
- (m) Assign school men at all platform stairs as accelerators when proceeding to seats for rehearsal and concert.
- (n) Assign men at top of platform stairs to guide lines to designated seats quickly.
- (o) Select schools nearest the armory as mustering centers each for different kinds of singers thus:
  - 1 center: first soprano, boys, elementary
  - 1 center: second soprano, boys “
  - 1 center: first soprano, girls “
  - 1 center: second soprano, girls “
  - 1 center: contralto, boys “
  - 1 center: contralto, girls “
  - 1 center: all high school boys
  - 1 center: all high school girls
- (p) Designate a manager for each center and one teacher for every 100 children.
- (q) Instruct managers as to reception of children in centers, grouping them into sections according to the blue-print of the platform, emphasizing the section numbers for the members of each section, forming columns two by two. Route of march from each center to the armory. Which entrance at armory to use. Necessity of a space in marching between one section and any section marching behind it.
- (r) Obtain from Committee on Care of Buildings directions to the janitors of the buildings selected to open rooms at times designated.

- (s) Notify as to centers and time of muster, principals of all schools contributing singers. Tell them the superintendent desires the principals to have participants assembled in their schools and impressed with necessity for attention to directions, keeping in place, and exhibiting behavior worthy of their schools. Ask girls to wear white, boys to wear white waists if possible. Umbrellas if it looks like rain. Ask for reply from principals. Check up. Send second notice.
- (t) Chairman have at armory a stentor with a carrying voice and largest size megaphone. He is to remain near conductor's platform, rehearsals and concerts, from start to finish.
- (u) At first rehearsal instruct children through stentor that a bugle call means "Silence, listen to announcement." Arrange with cornetist for this service.
- (v) Instruct the men mentioned in paragraphs *n* and *o* where the emergency headquarters are, so that anyone fainting or needing assistance may be taken quickly to the temporary hospital.
- (w) Arrange with saengerfest authorities for distribution of flags as lines enter armory, for distribution of dimes (carfare to and from each rehearsal) at head of platform stairs. No payment to be made until just before the concert.
- (x) Dismissal, line by line, under conduct of teachers as designated by stentor. Break ranks on reaching street.
- (y) Notify superintendent of especially excellent service. Ask him to thank all teacher and pupil participants. Also letters to the persons who helped the most.

68. The most essential feature of the teachers' and principals' management at the Brooklyn Saengerfest



FLAG DAY

was the preservation of the two-by-two formation. No one was allowed to get out of line.

69. On June 14, 1915, Mr. William A. Campbell, of Brooklyn, assembled, and Mr. George Gartlan, of Brooklyn, directed, 11,360 school children in the Music Grove in Prospect Park, where they celebrated the adoption of the national flag. They saluted it, sang patriotic songs, and marched away, as they had come, cheerfully, steadily, and prettily, a walking example of good management by their principals and teachers. Throughout both divisions, schools left their buildings for a few moments and marched with waving flags to some near-by open space, where they saluted and sang. This is an exercise in management which should be simply and briefly done each annual flag day. Let the people see that the symbol of patriotism means something to the schools.

#### PRINCIPAL'S INCREASED RESPONSIBILITY

70. To take general rules for efficiency supervision as developed in modern management and to apply them to the Brooklyn divisions will require, it seems to me, wide recognition that the separate working unit — schools —



IN A SYSTEM OF THIS SIZE, THE PUPIL IS LOST SIGHT OF

be given more importance, and that their managers—principals—be given more positive encouragement to work out improvements in their own way. Greater decentralization, with more voluntary suggestion, more open conferences, is the rule in organizations of all kinds as compared with the custom of ten years ago. For this reason I have emphasized the preliminary participation of principals in the establishment of efficiency standards and in the formulation of efficiency records. I regard as of great importance that part of the principal's record which provides for "general remarks, facts showing principal's own introduction of special features."

71. I get a belief from their expressions that the Brooklyn principals, as a rule, feel less freedom than they did

fifteen years ago. This may be due to the power suggestion arising from some widely published statement of Dr. Paul H. Hanus in 1911-13. It may be a consequence of the greater size of the city's organization. "In a system of this size" is a phrase that has been worked too much with the purpose to secure uniformity. *A larger system, because it has more principals, ought to have a greater number distinguished by original ideas.* There is too much cynical doubt in Brooklyn about encouragement given to individual divergence.

#### PRINCIPALS: OBEDIENCE AND ORIGINALITY

72. I notice among some of the later appointees a debilitating tendency to extreme subordination different from the old Brooklyn style. These men need the encouragement of a supervisor to lean less and to stand on their own feet more. They listen respectfully, venture no objections, and utter no heresies. This, if extended, would produce a military type for schools as if on Alexander Hamilton's model of an army where all the thinking is done at headquarters. In a school system, *a supervisor ought to learn more from the sum of all the men on the job than they from him.* Suggestions, like most live things, ought to move chiefly upwards.

73. To a supervisor, originality, which is another word for divergence, when evident in the supervised, seems like disobedience. It is not so easy to control. It is an enemy of discipline. But the worst fault I have observed in any Brooklyn school is the sterilizing dominion of precedent and tradition, a static tendency seeming to be founded on fear of disobeying some authority. The life of a school under a man so dominated is merely galvanic, awaiting an outside stimulus and relapsing into formalism when that is removed. In such a school,

comment on poor results brings one of two answers, "I did exactly as ordered" or "I was never told to do any differently." In contrast to this are those schools in which the principal keeps ideals prominent rather than form, and wins attention to best methods by testing and comparing results. I saw in one school a set of pocket cards on which the principal records his observations in the classroom. These two prominent headings printed upon the record seemed to me real business: "Teacher's aim, expressed or evident....." "Results,....."

#### WHERE A PRINCIPAL OUGHT TO BE

74. It is my observation that many principals have a singularly sane and high conception of their duties and make a strong effort to plan their days in accordance with a true perspective of the relative importance of highly effective and of supplementary acts. For instance, out of 63 visits to schools, after I began recording this detail, I found 48 principals, or 76 %, in classrooms observing and not sitting in offices. Their conception of their duties seems to be that of a foreman in the works. The old tradition which sent a man walking through the rooms once a day is not evident. One principal tells his assistants that less than fifteen minutes' observation is not worth counting. One tells me that the habit of much teaching by the principal was a mistake and is a waste in a large school. Unless a principal specifically directs a teacher to observe a principal's lesson as a model and quizzes her upon its essential points, he had much better keep quiet. But better than all, he says, is the oral or written testing of what the teacher says she has trained the class to do.

75. It seems to me that what official pressure is brought to bear upon a principal ought to push him into the class-

rooms, but the principals tell me that they feel the strongest official pull toward the office. Neglect of examination and inspection is not immediately apparent and is rarely reprimanded; but lack of promptness in office work cannot be concealed. The dislike of reprimand has produced more attention to the supplementary services of a principal than is consistent with the adequate performance of his more valuable duties. I have not found any principal who believes the clerical requirements upon the schools moderate or satisfactory or necessary.

#### REDUCTION OF CLERICAL WORK

76. In 1914 the report of the president of the Board of Education contains opinions of ninety-eight per cent. of the principals that excessive statistics, reports, computation, and writing prevent the principals from apportioning their time in fair proportion for essentials.

77. A Brooklyn woman principal puts the situation thus: "Oftentimes I go to my school enthusiastic for service with teachers for the children. A traditional sense of propriety leads me to open my mail first. On reading it I know that I am worth more to the city in the classroom than in answering this. But the authorities invest the demand for an answer with the urgency of a crisis. By the time I have attended to this requirement, what freshness I had is gone. I give my children second-rate devotion; my best has gone to system." It is an almost universal custom of business men to attend to the morning mail the first thing. The Brooklyn principals have absorbed this business habit. The supervision over them encourages it. Preceding his appearance before a congregation which he hopes to move to higher things, a minister would not dull the edge of his enthusiasm upon commercial matters. A principal's morning fresh-



ness ought to go into the inspiration of his staff to high grade work, into observation and supervision, not into office detail. The abuse that has come about by the tyranny of business custom could be mitigated by a counter-despotism in the form of a prohibition of office work by principals before noon, an order that principals are not to be called to telephones in the morning, a proclamation that the schoolmaster's *ante meridiem* assignment is where the educative processes are at work.

78. Following such advice should come a thorough examination of the complaints of too much clerical work and a resultant report of definite plans for reform. Either the amount of the requirements or their administration is a very wasteful hindrance to the main purpose of the schools in the Brooklyn divisions.

79. Too many reports compiled from data furnished by principals reach them too long after the opening of the term to be of maximum value. Too many reports made by principals are never known by the makers to have been made use of. It would reduce the drudgery of reporting if every request for data were accompanied by a promise to furnish the giver with summary and conclusions made from such data. This report is so largely a compilation of material received from Brooklyn teachers and principals that I respectfully request a copy of it sent to each Brooklyn school before the opening day in September.

80. Some Brooklyn principals whose schools have grown to proportions undreamed of when the duties of a schoolmaster began to be formulated in by-laws and in books upon school management have changed their habits as circumstances altered. They do not personally perform the functions listed in the department manual. They are occasionally recipients of some official message, spoken, telephoned, or written, expecting them to have

immediate personal knowledge of one or some supplementary facts. Such knowledge would be unexpected in the case of a manager of a business concern of a quarter the size of the school. His assistants would have it; records of it would be accessible. Brooklyn principals who have delegated such things and who devote themselves to the direct management and inspiration of effective work by teachers are the ones whose schools give the largest return for the cost.

81. I recommend that you request the Division of Reference and Research to obtain from the principals of the best managed schools outlines for the provision of classified duties and to publish a monograph, to be called *The Management of a Large New York School*, for the increase of the efficiency of all principals of the large organizations.

#### CHEERING THE PRINCIPAL

82. The principal's position here is not so attractive as it was in 1898. The \$3500 salary now is worth only about \$2000 in purchasing power as compared with its value seventeen years ago. To keep him in prime working condition until a distraught fiscal situation is able to repair his money loss, his official counsellors need to give him more than the ordinary confidence, respect, and appreciation. The late State Commissioner Draper, in an address to principals, insisted that progressive educational administration meant greater relaxing of rules. The present State Commissioner Finley, speaking on school administration, called for less of the attitude of the hired man, more of the spirit of the volunteer. In a large system it is easy to bind all to prevent repetition of a foolish act by one. But the larger the system the greater the number of men irritated and belittled by such ill-considered restriction. For the Brooklyn divi-

sions, as long as their administration and supervision is assigned to me, I would advocate the widest possible use of principals' councils for general good and, by principals, the widest use of free and voluntary teachers' councils for benefit of the children.

#### EFFICIENCY RECORDS OF GRADUATES

83. Records of efficiency of others than principals need attention in the Brooklyn divisions.

84. The "Estimate of pupils' attainments" now made for graduates is not, as far as I can observe in Brooklyn, worth the labor required. These cards are taken by graduates to high schools, but there such paltry use is made of them that the work of filling them out might well be spared the elementary schools. This is the estimate put upon them in the high schools: "More trouble than they are worth." "Not looked at." "Could get along very well without them." "Only use we make is, when a parent claims that failure here is our fault, to look up grammar school record and show that boy was weak before he came." "We never see them." "Have heard of a Manhattan principal using them, but we could never find time."

85. As they are not used by the schools in which the graduates deposit these records, the value of an efficiency report for children not going to higher schools should be considered. I obtained from several employers their lists of abilities they want to know about in the case of young applicants. It differs materially from the attainment record now furnished to graduates.

86. The following record, to be printed on a convenient sized card, contains all the facts on the present graduation certificate which the high school principals say are used, and it contains also a summary of what employers say they would like to know:

### *Certificate for Employers or Schoolmasters*

Henry Smith, residing at 165 Decatur Street, Borough of Brooklyn, born June 5, 1902, parent, John Smith, satisfactorily completed an eight-year course in Public School 500, Brooklyn, on June 30, 1915.

He has attended school . . . . . days since his thirteenth birthday. (For pupil under 14 years.)

He attended school . . . . . days during the past 12 months. (For pupil over 14 years of age.)

HIS HABIT RECORD IS:	CHECK IN PROPER COLUMN			
	Excellent: much above average	Very good: above average	Good: average	Poor: below average
Legible handwriting . . . . .				
Neat work . . . . .				
Arithmetic — accuracy and reasonable speed . . . . .				
Business forms . . . . .				
Ability to compose a gram- matical letter . . . . .				
Spelling . . . . .				
Reliability . . . . .				
Industry . . . . .				
Care of person . . . . .				
Manners . . . . .				
Punctuality . . . . .				
Initiative . . . . .				
Hand work with tools, use of simple machinery . . . . .				

Employers are earnestly requested to keep this record on file and to advise the principal of any pronounced divergence from it observed during employment.

. . . . ., *Principal*,  
Public School . . . . .  
Brooklyn, N. Y.

87. It would be worth while advertising to employers that we are coöperating with them in getting abilities that can be depended on. It would be of advantage to

the graduates to have a definite recommendation. It would be of value to the children still in school to know that employment depends upon record. I believe the majority of employers are so desirous of getting efficient boys and girls that they would respond to an invitation to favor applicants bringing efficiency records. It would assist to put an end to charges of inefficiency against schools by employers who judge training by immature workers who have failed in school and left it.

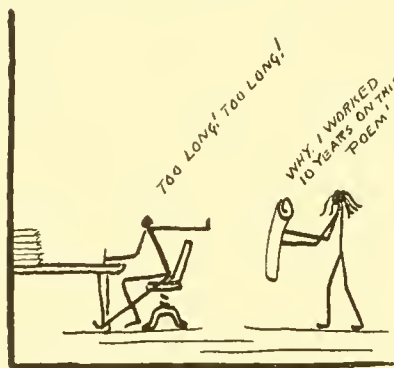
88. I would recommend that these items, after amendment by a principals' conference, be incorporated in all new record cards which pass from teacher to teacher as a child is promoted and that they be so printed that valuation marks of these habits may be checked in rating columns for the sixth, seventh, and eighth years.

#### EFFICIENCY RECORDS OF TEACHERS

89. The attention given in all kinds of management to "reliable, immediate, adequate, and permanent records of personal efficiency" has come into consideration of educational supervisors to an increasing extent in the last few years. A society for the promotion of school measurements is growing in numbers. The professional press gives extended space to articles upon the new demand. There has been more attention to teachers' ratings in the proceedings of local associations this year than during any equal period. A Brooklyn principal, Dr. Isadore Springer, compiled this year, and the Education Department's Division of Reference and Research printed it, a seventy-five page manual of tests and standards for measuring the efficiency of instruction and management. It shows that "the year 1914 has seen a remarkable growth in the promulgation of standards by which a school may be judged and in a widespread tendency to test schools by standards."

90. I recommend that the Division Superintendent assigned to Brooklyn next year take up in voluntary conferences with principals and teachers the "provisional plans for the measure of merit of teachers" given in this handbook and decide upon a trial of a revised scheme of appraising the work of teachers.

91. The main trouble with rating teachers in Brooklyn is the lack of efficiency standards. A teacher's record in



TIME IS NOT MERIT

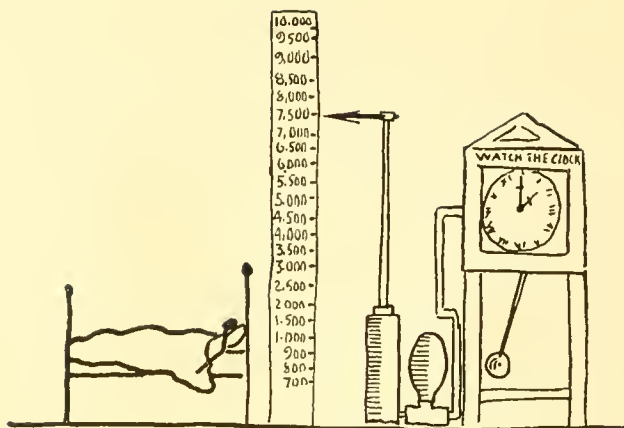
successive schools to which she is transferred rises and falls like the waves of the sea. Two persons rating the same teacher at the same time vary from "A" to "C" in their records. The lack of standards in terms of success leaves the rating surcharged with subjective influences. The

appraisal is temperamental on the judge's part and not supported by evidence. The defence of a rating in specific cases fails to convince any one because the recorder has no supporting data. A principal who has rated a teacher nonmeritorious feels, in case of an appeal, that he is to be put on trial as if for misdemeanor. It is so much easier to rate a teacher "A" (superior) than to give any other record that our rating system from lack of enforcement becomes an approval of the commonplace. If a principal correctly rates a teacher "inferior" and thereby saves the city eighty dollars, the chances are that he will be put to sufficient trouble and annoyance to drive him into the ranks of those who "never mark a teacher

down." There is no specific protester against over-rating a teacher, no watch-dog of the treasury to prevent payment as if for meritorious service to an inefficient beneficiary. The Brooklyn principals need strong backing to encourage them to use the rating system for the purpose which led to its introduction. It ranks as a promise unfulfilled. The reforms proposed by teachers, principals, and superintendents this year emphasize "frequent and thorough inspection by some one acquainted with the problems of the school and class; first-hand knowledge of the work; material reasons accompanied by evidence." These essentials are procurable to a large degree by issue of directions to principals and by help in the way of suggestions as to how to get data for ratings. The official provisions for these ratings emphasize that the record is of the *service*. A principal does not properly mark a *teacher*, but should rate a teacher's work.

92. The whole body of recent literature upon this subject recognizes the need of getting away from the super-subjective element, from the personal flavor, to a business-like recognition that a fine disposition may be accompanied by inefficient service. The sentimental and strained attitude of a young writer toward a manuscript submitted to an editor is similar to the feeling that has been fostered in teachers toward their record. An author may be deserving, he may be in need of money, he may have worn himself to sinew writing his story, but the editor accepts it upon no other ground than its merit. No successful painting master spares the truth in criticising pictures submitted to him. The amateurish sentimentality that leads principals to find excuse for wasting public money by marking up deficient service does the best and poorest teachers inestimable harm and is a species of graft.

93. I recommend a redefinition of meritorious service, and a new analysis of details on which an appraisal of



SALARIES AUTOMATICALLY INCREASED

teachers' work is to be based. There is, I think, too much dwelling upon manner of work, preparation for work, too much upon the teacher as a person, and not enough upon what the children she trains can do. I propose, if assigned to any division next year, to secure by voluntary conferences an outline for rating teachers which shall involve greater consideration of the advancement of a teacher's class in acquisition of habits and abilities appraised by actual tests.

#### EFFICIENCY REWARDS

94. The question of school wages has been acute this year. The Mayor and Comptroller have deemed compensation too high and have reprehended the lack of relation between increase of salary and any demonstrated increase of value returned. On the other hand, an organization of teachers has published in the Brooklyn newspapers a scheme for abolishing all systems established for the purpose of recognizing a relation between higher





A WAGE IS A GAUGE IN INDUSTRY

pay and better service. The association promulgates the dictum: "Salaries for teachers must and can be only automatically increased." This proposition has been made so often that I deem it worthy of a reference here.

95. It was in Brooklyn, through the labors of Mrs. E. F. Pettingill and other members of the Board of Education, including the City Superintendent, that the fundamentals of the present New York salary law were established, to wit: a living wage as the basis of all salaries to which *increments were to be added for the more important and more meritorious services*. The idea of automatic increases is abhorrent to accepted principles of organization and of payment. A wage is a gauge. From the time when Adam Smith defined wages as the encouragement of industry, political economists as well as unlettered employers have understood that more pay should mean better service. In a little town where every teacher's

service can be known personally by those who determine the rates of pay, each salary is fixed by discussion and debate. Efficiency records, written appraisals, ratings, are the result of increased numbers of paid workers. "Where there are many hands," saith the ancient



WHY SHOULD NOT A WAGE BE A  
GAUGE IN TEACHING TOO?

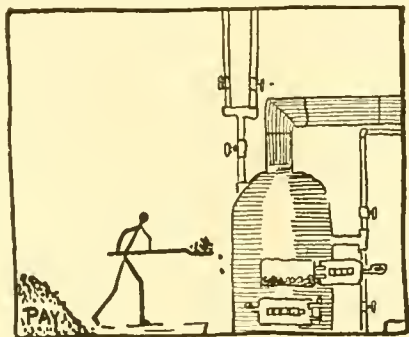
Preacher, "put all in writing, in number, and in weight." There has been presented to the Board of Superintendents the argument that "rating of teachers is unprofessional. No members of other professions are rated by symbols of any kind given by a higher officer, placed on paper or kept on record." *But whenever professional men work in considerable numbers, as in an organized hospital, in a large sanitary service, in an ex-*

tended engineering contract, *ratings are made with a minuteness and exactness that make ours by comparison look like child's play.*

96. No essential of productive management is emphasized more strongly than connection between efficiency records and monetary rewards. Prior to 1897 the schools of these Brooklyn divisions were covered by efficiency records as to their principals and teachers, but there were no salary rewards for increased efficiency except as a person secured promotion to another grade. Salary rewards for greater service were therefore possible only

when a vacancy in a higher grade occurred. There was no customary reliance upon a teacher's efficiency record in determining her promotion to the higher salary. "The more meritorious teachers were often distanced by the self-seeking and the powerful," as said the City Superintendent in his Annual Report, July 31, 1900. These Brooklyn divisions, in common with the rest of the schools, came under the present law, which makes increase of salaries possible to teachers of all grades. The Governor,

whose signature to this enactment was necessary to give it force, declared he would sign no bill increasing the pay of service for mere length of experience. He asserted that the measure was intended to enable the managers of



SHOULD MORE FUEL PRODUCE MORE FIRE?

the school system to encourage increase of efficiency by increase of pay. I do not find, in Brooklyn, that this usual adjustment of wages as a means of promoting service is enough used for producing better results in the schools. A teacher who reaches merely a satisfactory standard of service gets, under the rules of administration, an increased stipend each year up to the maximum allowed by law. That is not encouragement for increase in skill. The number who are rated unsatisfactory by Brooklyn principals is 15 out of 6209 teachers, a quarter of one per cent. The ordinary business man, comparing this infinitesimal proportion of failures with the failures in other pursuits, calls the school system's record of the

efficiency of its teachers a "fake." It is absurd that a superintendent assigned to a division is supplied with no data competent to show whether the usage of rating teachers is a fake or not. This lack of connection between increased pay and increased value of results is so vulnerable a defect that the claim of unwise expenditure of money is easy to make against the department. It has been made this year by persons of high position in the municipality. It will be a point of attack so vulnerable that when a very severe financial crisis comes, the weakness of defence of our salary usage will result in drastic reductions and consequent damage to teaching.

97. The organization of the divisions does not place in the hands of a division superintendent or of anyone in the system adequate proof that the children are being well taught or that increased wages are being paid to those whose pupils are being taught with increased success. A teacher whose work is barely satisfactory year after year is rated under our system as "B." If a teacher works 87% of the expected 193 days each year with a service rated at "B," she is increased in salary under our rules. This is not in accord with any wage or salary principle with which I am familiar. Brooklyn newspapers have this year given much publicity to criticisms upon the administration of this salary plan and of the rating system which is an adjunct to it. In these publications the claim has been made that it is a system for the promotion of mediocrity.

98. There have been prominent claims made this year that the ratings of teachers are not based upon success achieved in training the children. The Association of Women Principals contends that the present rating of teachers "is too apt to be influenced by sentiment, impression, and personal feeling." They claim that the present ratings are based upon too limited a line of the

teacher's work and are not sufficiently considered in determining promotion to higher salary or in the granting of higher licenses. This association suggests explicit statement of defects in the case of service below satisfactory and details of excellences warranting a rating above satisfactory. It advocates for the effect upon service "specific terms rather than indefinite ill-defined marks." "Requirement of explicit grounds for an unsatisfactory mark will make it possible for the teacher, the principal, and the superintendent to have on record the definite deficiencies so as more intelligently to remove them." The absence of explicit statements of points of distinction in service above mere "satisfactory" "prevents recognizing and crediting individual excellence and is a source of grief and annoyance to every principal." "Such definiteness would provide the Board of Education with accurate knowledge of the quality and quantity of the work done in the schools, would provide the Board of Examiners with a sure gauge of the value to be given to teachers' experience, and should be the basis of advancement in salary."



RATING IS INFLUENCED  
BY SENTIMENT

99. It will be observed that these suggestions of the Association of Women Principals are in accord with the rules laid down by the authors on management to whom I have referred. There is not a Brooklyn principal with whom I have conferred who does not desire the efficient use of the rating system as set forth in the resolutions just quoted.

100. I am ashamed to be considered as "administering and supervising" a division expending over fifteen million dollars a year for teaching the children under a system of

paying teachers that is deemed of little use by its own chief agents, the principals. It provides no adequate answer to the charge that the department is wasting money, and that its children cannot write or spell or figure. Those of us who visit the schools believe them first-rate. That is no answer to the criticisms that have been widely published this year. *The superintendent of any body of paid workers organized to do any specific thing is universally expected to produce evidence that all the persons employed are delivering the product paid for.*

101. The Brooklyn division would be improved by official review of the rating system and by executive directions for very much stricter marking.

102. Urgency for better administration of a rating system in Brooklyn schools is very great. The city agencies concerned with keeping down expenditures charge that "teachers are shirks," that "the children are not taught," and that "good, bad, and indifferent teaching is all rewarded" by increased pay. In January the newspapers declared that the record which had been issued, showing that  $99\frac{3}{4}\%$  of the 6000 Brooklyn teachers were rated meritorious, needed only to be shown to any manager of organized workers to bring the comment, "Fake!" I have worked in systems which underwent the slashing cuts in wages advocated, now, by men high in municipal affairs. I know what a chilling and sullen atmosphere accompanies such a reduction. No eulogy upon the noble service of the teacher is answer to the specific charges of inefficient administration of the pay-rolls. This is a foolish time to advocate remission of a rating system. The call is rather for a stiff enforcement in order that the principle of increased rewards for increased value may be used effectively. *Otherwise, if increases are not refused for mediocre service, all service, including the best, will suffer from withdrawal of efficiency rewards.*

## DISCIPLINE OF STAFF

103. Many times this year there have occurred things which indicate the weakness of educational administration as compared with organizations which are conducted on efficient principles. The office hours of superintendents are to a considerable degree consumed by listening to oral complaints of individual teachers. Communications would be simpler, more distinct, and fairer if put in writing. A teacher given respectful and sympathetic attention makes charges of injustice and unfairness against a principal. These are certain to create a prejudice against him



ORAL COMPLAINTS

which subsequent investigation, though disclosing that there was no unfairness in his action, will fail to remove. The feeling among the Brooklyn principals that "Fifty-ninth Street" is not scrupulous in supplying persons complained of with a statement of the complaints, is too general. There is a cynical idea in Brooklyn that the discipline common to other organizations is lacking in ours. Where so many workers are women and thus entitled by tradition to more deferential attention, it is not hard for a system to develop a good deal of personal criticism of principals by teachers. When women's wages were low and teaching was a half-charity, the hardship of the position led to more sympathy and consideration than would be expected by better paid persons. The wages of the women are now the same, pretty much, as those of the men. The number of persons who would like to have these positions is large.

In the usual type of organization other than ours, every member knows instinctively that it is good business to get along with his foreman without quarrels and without complaint. No efficient concern will have as much running to the man higher up as is encouraged by our traditions. You can't stop aggrieved persons appealing from requirements made of them and ought not to stop it, but the confidential recital of alleged wrongs which used to be so common a characteristic of the old political



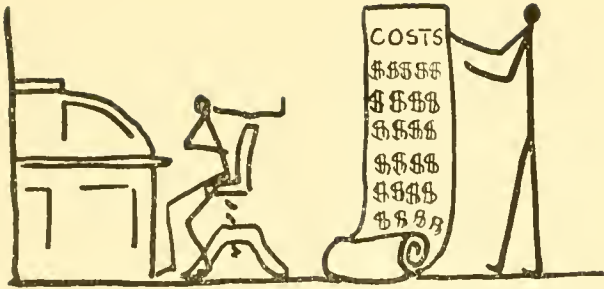
IT'S GOOD BUSINESS TO GET ALONG WITH  
THE FOREMAN

system could be diminished very considerably if there were a gentlemen's agreement that all the parties concerned would be given participation in all the interviews and there would be no interview otherwise. This is a stiff proposition for a

school system, but it is what the writers on organization and management of all sorts of systems are demanding. "The fair deal," "the abolition of the star chamber," "playing the game above the table," "fifty-fifty,"—these are phrases indicating this trend and found in the current works on supervision. Loyalty is too essential to be lightly destroyed by a hope of righting personal wrongs. Allegiance upwards and downwards is weaker in the school system than it needs to be.

104. If I am assigned to a division next year, I should like *an understanding that complaints regarding principals or teachers are not to be made informally and offhand, but as formal appeals which will be transmitted for reply to the*





"DON'T BOTHER ME WITH SUCH GROSS CONSIDERATIONS"

*person concerned.* If this is magnifying little hurts into momentous questions for arbitration, it is also conducive to endurance of some little hurts as good exercise of the patience that belongs to the day's work.

105. I should like to publish that, as far as my supervision of a division is concerned, anonymous letters, whether complaining of teachers or of principals, have been discarded from modern school management and go unread.

#### COSTS

106. To every writer upon business management, it is astonishing how little the head of a school knows about the cost of it and about the cost distribution. It is the characteristic of educational systems to keep the purely educational staff in ignorance of financial facts. The schoolmaster is not a participant in financial policies because he is unpractical. He is made more unpractical by keeping him out of financial policies. Whole volumes of "efficiency" literature are devoted to keeping track of costs, reducing waste, and making a dollar produce a maximum result. The long disinclination of educators to consider cost obligations has made them the victims

of much contempt felt by "practical" men. When such men have control of the allotment of taxes to school activities, the schoolmaster who has no sense of costs and equivalent services stands low. *I recommend for practical problems in arithmetic a principal's computation of how much money, including salaries, heat, light, supplies, up-keep, and interest upon investment, is being expended per year under his personal direction for the training of children.* I saw one principal's computation that his school was costing the city \$1364 a day, \$273 an hour, \$4.55 a minute. Palavering in the assembly of that school, getting ready to get ready to get ready, was throwing away much good money. There is, in the aggregate, an enormous money waste in the course of the year, due to lack of realization that every minute of school time is paid for and should not be drivelled away on ill-considered use of time, on unprepared haphazard performances. In some Brooklyn schools the teachers are training children to habits of application as early as ten o'clock on the first day of the term as if it were a Wednesday of the middle of the year. In some schools there is purposeful instruction given as late as three o'clock of the last day of June. I recommend that the principals who operate their plant full time on an efficiency basis be singled out for special reward as defenders of the schools against the ever-growing charges of loose and wasteful administration.

#### PRONOUNCING THE SCHOOL SYSTEM ALL WRONG

107. Teachers have come with a statement that their principals regard them as utter failures. On investigation it has been found that the principal had insisted, as he should have done, on better penmanship or on pupils' doing their sums twice before handing in the answers. Mention of a specific fault has been translated into com-

plete condemnation. A man who says that the graduates coming to his store can't spell, write, or figure is accused of saying the schools are a complete failure. This is nonsense. A similar treatment of this report, which recites some needs of Brooklyn schools as known to me, would result in the absurd statement that I, because I do not say it is all right, say the school system is all wrong. There is an easy and lazy fashion of school supervision which holds that many schools being good, surely some poor ones may be tolerated. There are in some Brooklyn school principals traces of a fear, dating from the days of pull and politics, that anyone using in school supervision the methods of efficiency successful in other management will get himself disliked. Such a notion might be natural in the holder of an elective office, but a principal has such a grip on his position that he can really compel his school to make good and still hold his place. There is a push for better work in schools. It is nation-wide. There is nothing to be gained by calling it "attack." It does not demand more exhausting work. It demands a different kind. I think the new service required is more interesting, more enjoyable, than the traditional sort, which has failed to make school the alluring place for teachers and children that an educational plant ought to be. The drudgery of teaching will have to go before the calling reaches the status of a "profession," about which we hear so much.

108. My propositions are intended to make the business more definite, results more demonstrable, separation of cheap work from artistry more easy, and the general tone of the employment more respectable.

109. I know of so many persons in the Brooklyn part of the system who profess the same hopes, that I should like the freedom and the facilities for working out the plans here proposed. These plans involve no cessation of

praise and encouragement. They mean reward based on evidence. They mean a recognition of the rights of the community as of more importance than our own.

#### SUMMARY OF RECOMMENDATIONS

110.



VERY school system I know of accumulates a collection of reports in which definite propositions go no farther than to become academic literature. This is due in part to the judgment of recipients of the reports that the propositions are unworkable or inopportune or of less importance than other pressing demands. But in considerable measure the neglect of recommendations is due to the fact that the reporter suggests work to be done by someone else. In the present case, the propositions are suggestions of what I will try to do if assigned to the Brooklyn divisions and given responsibility and authority to carry out the prospectus.

111. I submit a summary of these propositions:

- (a) Provide by coöperation with the teachers themselves for definition and renewal of modern educational ideals by a professional bulletin issued to all teachers free, and by Saturday meetings to supplant the superintendent's Saturday morning office hour.
- (b) Rely more on councils of principals and teachers.
- (c) Invite a committee of employers to submit definite statements of what they expect of a public school graduate. Submit this to principals, citizens, and local boards. Formulate a list of such habits and abilities as are chiefly and secondarily the purpose of school.

- (d) Make a tentative set of standards for estimating the prevalence of such habits and abilities.
- (e) Discuss and apply suggestions furnished by the New York Board of Education's Division of Reference and Research.
- (f) Induce some principals of large schools to try the plan of providing for an eighth year schedule which groups pupils for special treatment in spelling, writing, and mathematical results, according to their tested ability.
- (g) Introduce practice in mathematical computation and in spelling as entertaining features of assembly exercises.
- (h) Encourage a series of meets for contests between classes and schools in spelling, writing, and figuring.
- (i) Supplant the slightly valued efficiency record given to graduates by one that rates abilities about which employers desire information. Print upon new permanent record cards which accompany pupils from grade to grade, provision for rating these abilities in sixth, seventh, and eighth years.
- (j) Revise the system of rating teachers. Consider with voluntary councils the rating plans published by the Division of Research. Make increase of success, as demonstrable in work done, a condition of increase of pay.
- (k) Agree that informal complaints shall not be received from members of the system. All parties complained of either will be present or will receive the complaints in writing.
- (l) Encourage pupils' patrols for keeping buildings clean.
- (m) Institute an examination of the amount of clerical work required of the schools and take steps to reduce it.

- (n) Advise principals that office work by them before noon should be abandoned in favor of class inspection and examination.
- (o) Prepare from observation of the best managed schools a monograph showing disposition of routine and of higher functions.
- (p) Impress upon school managers the importance of a knowledge of daily and hourly cost of instruction and the principal's function as an agent to guard against salary waste as well as misuse of other money expenditures.
- (q) Reward the principals who secure steady work of teachers and pupils on opening days and on days preceding vacations.
- (r) Detail two teachers for actual class tests through the schools as directed by the Division Superintendent.
- (s) Make the short outdoor march on Flag Day an annual custom.
- (t) Let Brooklyn principals have this report early in September, 1915.

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